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ORGANIZATIONAL AND INSTITUTIONAL ARRANGEMENTS,
IMPLEMENTATION PROCEDURES AND OPERATIONAL
MEASURES AT DIFFERENT GOVERNMENT
LEVELS IN CZECHOSLOVAKIA

Discussion paper submitted by Czechoslovakia

I. INTRODUCTION

1. Man has been and is using his living space as a source of satisfaction for his material needs and adjusts it to his immediate needs. It would be incorrect to believe that it could be otherwise. As long as the extent of the satisfaction of these needs is proportionate with the capacity possibilities of the territory, i.e. the resources available in it, no serious disturbances in the development of the territory occur. At present, however, the number of places where the equilibrium of interests in the territory has been upset or brought to the limits of feasibility and where the environment is being or is likely to be disturbed, is increasing on a world scale.
2. This situation does not concern natural resources alone. It also has to do with the living conditions created by civilization, as well as the technical, cultural and other conditions created by man himself with the purpose of improving, embellishing or facilitating his life.
3. For this reason the care of the environment, particularly the endeavour to protect its cultural as well as its natural values and to create a healthy, beautiful and purposeful environment, are becoming the focus of attention all over the world. The solution of this problem involves
 - (a) theoretical issues relating to environment, and
 - (b) practical measures and steps aimed at the optimum development of environment.
4. The theoretical issues relating to environment involve primarily the contents and the meaning of the term environment and the definition of successive activities connected with it, their dependencies and relations. These problems are being solved primarily by scientific and research institutions.
5. The practical measures and steps aimed at the optimum development of environment involve the discovery of the optimum procedure for the control of these problems, i.e. the systems of organizational as well as institutional arrangements and implementation procedures. Both groups of problems are closely interrelated, although the need for a concrete solution frequently precedes the contemporary state of knowledge of the relations between man and his environment. In all cases, however, the interest of man should be the fundamental factor.
6. Environment is a multidisciplinary problem. This fact must be reflected in the approach to both its investigation and practical solution. It should also govern the

approach to the control of the problems of environment, i.e. it should necessitate a co-ordinated action of all institutions concerned with the control and administration of its individual components. The definition of the individual sectors or components of environment is essential even in the present-day imperfect state of human knowledge, as it is the only prerequisite for the gradual approach to an integral, conceptual solution of this complex problem.

7. Environment is a compound of natural and man-made components, by means of which, and within which, human society ensures the satisfaction of its living needs and its further development. The individual components of environment are subject to research into natural as well as social sciences.

8. A general analysis of environment and of all its components, with their complex inner as well as outer relations, is exceedingly difficult.

9. The analyses carried out in Czechoslovakia at present are, therefore, analyses of partial factors of environment only, although some of these analyses have been carried out in great detail and have made a considerable contribution to the solution of important problems. In recent years, for example, the State Water Conservancy Plan, the General Plan of Improvement of Agriculture, Forestry and Water Economy (the so-called ZLÚ Plan), the territorial and technical data for the whole country (Project E) and the Project of the Development of Agricultural Production (Project Z) have been elaborated in Czechoslovakia. Moreover, the study on "Investments and Environment" (Research Institute for Building and Architecture, 1966) and the Hypothetical Concept of the Perspective Tendencies of Development of Environment (Czechoslovak Academy of Sciences) have been worked out while the "Biological Plan of the Landscape", the project of an integrated system of information on the territory (ISU) and a number of others are under preparation. The above-mentioned plans and projects are utilized in the investment activities in the territory and in the preparation of plans for economic development.

10. Nevertheless, it is not possible to say that the individual documents form a sufficient basis for the control of the complete development of environment. The partial character of the individual data does not always enable their full utilization for the implementation of a complete concept of the development of environment; therefore, it will be necessary to elaborate and prepare, on the basis of new

achievements and developing human knowledge, the principles of further progress which would make it possible to control the development of the living space with maximum completeness and detail.

II. INSTITUTIONAL ARRANGEMENTS AND ORGANIZATION OF ENVIRONMENTAL CARE IN CZECHOSLOVAKIA

11. The obligation to take care of the environment is stipulated in the Czechoslovak constitution. For this reason, environmental problems are the concern of both the elected representatives of the people, and the State authorities, scientific research institutions, special schools as well as social organizations.

12. The Parliament of the People, the Parliament of the Nations, the Czech National Council as well as the Slovak National Council fulfil the function of legislative institutions also in the field of the care of environment and act as initiators of the appropriate measures to be taken by the respective Governments.

13. The executive power lies, above all, in the hands of the Federal Government of Czechoslovakia and the Governments of the ^VCSR and the SSR, the direct control of the care of environment falling within the sphere of action of the Governments of both national republics.

14. Because of their inter-ministerial character and importance the organization and the ensurement of the protection and development of environment rank among the tasks of the Government. The Government controls and follows the activities of the individual ministries which participate, directly or indirectly, in the problems of environment, as well as the activities of the territorial administration departments of National Committees (Local Government Authorities) which solve the problems of environment in the course of the development of territories.

15. The Government, consequently, ensures that the tasks involved in the care of the environment are carried out, on the one hand, by the ministerial (branch) system, even though the sphere of activities of some ministries is wider, on the other hand by means of the territorial administration system of the National Committees. The legislative measures and direct control and execution of these tasks are also the responsibility of the individual ministries.

16. The problems of environment are directly connected with the activities of the following branches of the national economy: health service, forestry and water conservancy, agriculture and nutrition, work and social welfare and the ministry of construction and technology. The functions of the above organs in the CSR are as follows:

A. Ministry of Health

17. The Ministry of Health is responsible for the creation and the protection of living conditions from the viewpoint of the protection of the health of the population, thus fulfilling the function ensuing from the law on the care of the health of the people and from the decree on the creation and protection of healthy living conditions.

18. The sphere of activities also includes expert supervision of the creation and protection of healthy conditions of the atmosphere, of water, soil and of other components of environment including, in particular, the territory, the settlements, and various facilities, buildings and structures.

19. In addition to these general regulations there are other regulations of a more specific character concerning various individual activities.

20. The care of the creation and the protection of healthy living conditions is directed, on the ministerial level, by the Chief Hygienist, and on the regional and district levels by the regional and district hygienists respectively. In preventative control they have the right to veto the proposals for any project violating the principles of the healthy development of environment. With their staff (hygienic stations) they represent the institution of hygienic service with the powers of an administrative and controlling authority.

21. In the field of research, the ministry has direct control over the Institute of Hygiene, the Institute of the Hygiene of Work and Professional Diseases, the Institute of Radiation Hygiene, and the Institute of Epidemiology and Microbiology.

B. Ministry of Forestry and Water Conservancy

22. According to the respective law, the Ministry of Forestry and Water Conservancy is the central authority of the State administration for forestry and water conservancy as well as the technical and economic problems of atmospheric pollution control. Therefore it is in charge of the care of forests, the development of water conservancy including water pollution control and the technical and economic measures taken to ensure the protection of atmosphere against pollution.

23. According to the regulations in force it administers the care of the three important components of living environment represented by forests, water and air.

(a) Forestry

24. The law on forestry stock stipulates a dual role of the Ministry in forestry: on the one hand, that of the producer of wood (economic sphere), on the other hand, that of the protector of the social value of the forest (non-economic sphere).
25. The protection of the forests against atmospheric pollutants and the protection of the trees growing outside forests are controlled by other decrees.
26. The regulations in force permit the respective authorities to ensure complete protection and enable correct social utilization of forest vegetation.
27. Within the Ministry the institution of the State Care of Forests is responsible for these matters.

(b) Water conservancy

28. The laws on water conservancy are the main regulations forming the basis of the activities of the Ministry in the field of water protection. They are supplemented by the decree on the State Water Conservancy Inspection, the decree on the indemnities to be paid for discharging waste water, the decree on fines for the violation of the measures designed for water pollution control, the decree on the extension of the power and responsibility of National Committees and the organization of their activities, as well as the directives on the quality of surface water in recipients.
29. The branch authorities with administrative and controlling functions include: the Directorate of Water Courses, the Centre for the Development of Water Conservancy, the State Water Conservancy Inspection and others. Apart from these the Ministry controls the Hydrological Research Institute.
30. The Ministry and its subsidiary organizations cover administratively and legislatively, as well as in respect of research, the whole field of problems connected with water economy and its protection and utilization including waste water and sludge treatment.

(c) Protection of the atmosphere

31. The law on the measures taken to prevent air pollution stipulates that the Ministry is the central authority ensuring the protection of the atmosphere against pollution by technical and economic means. In accordance with this law, a State Technical Inspection of the Protection of the Atmosphere was established as a

controlling and advisory authority for technical facilities, assisting the National Committees in their application of sanctions for atmospheric pollution. The research basis in this respect is the Air Protection Laboratory of the Hydrometeorological Institute.

C. Ministry of Agriculture and Nutrition

32. The law on the protection of land, the law on the development of vegetable production, the law on the State fund for soil fertilization, the decree on economic and technical soil improvement and the decree on compensation for damage to agricultural production due to industrial exhalations define the activities of the Ministry in the field of agricultural land protection and the protection of agricultural production. In both cases, this protection relates to economic aspects.

33. The Ministry has no specialized subordinate inspection organs. It is alone responsible for ensuring that the above regulations are carried out by means of a special department and in co-operation with the departments of water conservancy, agriculture and forestry of the respective regional and district national committees.

D. Ministry of Culture

34. The law on the State protection of Nature and the law on cultural monuments define the Ministry's responsibility in the field of environment, which includes the special protection of nature (protected territories, protection of natural sites, rare plants and animals) and the general protection of Nature.

35. The Ministry is primarily concerned with the sphere of protection and co-operates in the transformation of environment.

36. The State protection of Nature is carried out by the Ministry of Culture as the central State administration authority in close co-operation with the Departments of Schools and Culture of the regional and district National Committees and with a voluntary staff of custodians and inspectors of the State Protection of Nature. The Ministry's advisory organs are the State Institute of the Care of Monuments and Protection of Nature and the Regional Centres of the State Care of Monuments and Protection of Nature.

37. The task of the institution of the State protection of nature and monuments consists of the selection, protection and expert care regarding the scientific and cultural values of nature and historic monuments. Its importance for society suffering the effects of intensive civilization processes will continue to increase.

38. Although not falling within the sphere of the Ministry of Culture, the law on hunting and the law on fishery and angling also foster the protection of nature. The two laws stipulate the requirements imposed on the breeding, improvement and utilization of these live natural resources as well as the requirements for their protection. Wild animals are also protected.

E. Ministry of Construction and Technology

39. The law on town and country planning and the law on the building code define the field of activities of the Ministry of Construction and Technology. As the administrative and central authority providing methodological guidance in this field, the Ministry is responsible for the care of the environment and the solution of some of the problems relating to its creation, particularly those connected with capital construction. From the viewpoint of the creation of prerequisites and the practical implementation of the formation of the living space (built environment) its activities are very close to the integral concept of the problem. The Ministry is in over-all charge of town and country planning and capital construction (but does not carry it out) and deals with the conceptual problems of the development of the environment as a whole.

40. The Ministry is a central authority in the State technical policy which means that it directly influences the direction of scientific and research activities by means of its science and technology plan.

41. It is directly connected with the Departments of Construction or Physical Planning of the respective National Committees. The construction and development of selected cities are controlled by the Departments of Chief Architects.

42. The Ministry directly controls the Research Institute for Building and Architecture as its research basis, the Centre of Building and Architecture, the State Institute of Regional Planning (TERPLAN) and the Study and Typification Institute as self-supporting economic organizations.

F. Ministry of Work and Social Welfare

43. The law on the safety of work which falls within the competence of the Bureau of the Safety of Work defines the sphere of activities of the Ministry in the field of administration and inspection of environment. Further activities stipulated by the regulations in force fall mostly into the category of environmental psychology.

44. According to the law the Ministry of Work and Social Welfare takes care of the living and working conditions of disabled people and old people.

G. Other central authorities

45. On the central level (above the ministerial level) the administration of the social or economic development is concentrated in the Ministry of Planning. On the regional level the corresponding authorities are the organs of regional planning. By means of the State plan the Ministry of Planning formulates and directs the development of the individual branches.

46. In the technical sphere of ensurancement of a healthy and safe working environment a number of regulations have been issued. Their observance is the duty of all executives as well as of all workers.

47. The control of their observance is carried out, on the one hand, by the hygienic service (and its specialized centres affiliated to the respective National Committees), on the other hand by the Inspection of the Safety of Work, controlled by and subordinated directly to the Bureau of the Safety of Work, as well as by the organs of the Trade Unions (social supervision) applying the regulations of the Labour Act.

48. In the field of the development of science and technology the Czechoslovak Scientific and Technical Association, grouping together experts of mostly technical branches, also co-operates in the improvement of the care of the environment, and the solution of concrete problems in this field, with the central authorities as well as the respective National Committees.

49. In the special field of extraction of mineral raw materials, measures are taken against ineffective exploitation and the safety conditions of work in mines are supervised by the Mining Bureau with branch offices in the individual mining districts.

50. Analogous is the situation in the fields of transport, telecommunications, etc.

H. Sphere of activities of National Committees (Local Government)

51. National Committees of all levels play an important part in the safeguarding of satisfactory environmental conditions with regard to both the development of environment by capital construction and reconstruction, and the control of biological environmental processes.

52. National Committees as the organs of the socialist State power and administration in regions, districts and communities organize the development of construction in the economic, cultural and health spheres in the territory under their administration,

co-ordinating it with social interests. With regard to the centrally controlled organizations, National Committees fulfil their administrative function particularly in the field of construction, and the creation and protection of environment. Their tasks include ensuring healthy living and working conditions, and also relate to the fields of water conservancy and the protection of agricultural production as well as agricultural and forestry stock.

53. Proposals for projects or activities of any kind, their planning, design and realization must be carried out in agreement with the standpoints of the respective National Committees.

54. The above enumeration has shown that one of the most important tasks of the National Committees is the care of the environment which is effected by the supervision of the creation and the protection of the prerequisites for healthy living and working conditions, physical planning, construction and reconstruction of towns and cities, protection of water resources and their utilization, pollution control of water courses, reservoirs and ponds, air pollution control, cleanliness of public areas and buildings, protection of the landscape as a whole, protection of the agricultural and forestry stock and of the protected territories and monuments in particular.

55. In the field of environmental care National Committees carry out their activities according to the laws and regulations in force. In the same way as the central authorities, the National Committees take care of the environment through their individual branches. They are assisted in the fields of technique and methodology, on the one hand, by the special institutions subordinated to them (e.g. hygienic stations, centres for the care of monuments and protection of Nature, town-planning centres of design institutions, centres for the development of water conservancy, departments of chief architects in cities, etc.), and on the other hand by the State Technical Inspections. The latter are subordinated to central authorities and supervise the individual factors of environment on the basis of the power entrusted to them by the laws in force. They include, in particular, the State Water Conservancy Inspection, the Technical Inspection of Atmospheric Protection, the Bureau of the Safety of Work with its inspection groups, the Mining Bureau with its regional centres, the State Care of Forests and other institutions.

56. Apart from general supervision and control the National Committees also participate in the organization and control of the so-called improvement projects. Their purpose is to co-ordinate and direct the initiatives of voluntary social organizations grouped together in the National Front and the initiatives of the working people in general in the solution of the problems concerning environment and in the efforts to improve it, particularly in towns and villages. In the past, citizens have voluntarily carried out work valued at dozens of millions Kčs on the improvement, embellishment of the communities and on providing them with new amenities (so-called "Z" actions). The State supports this initiative financially and materially as well as giving assistance and advice in methodology.

I. Research in the field of environment

57. The scientific research basis concerned with the solving of problems of environment as a whole, as well as the problems of its individual components, is relatively large and comprises various branches of both pure and applied science. The investigation of these problems forms part of the basic research plan directed by the Czechoslovak Academy of Sciences and the Slovak Academy of Sciences, of the State plan of research and development problems, directed by the Federal Ministry for Technical and Economic Development and the national Ministries of Construction and Technology and of the plans of the individual ministries or even enterprises.

58. In general it is possible to say that the capacity and the trends of the scientific research basis correspond on the whole to the requirements. The difficulty lies in the fact that development outstrips research in some sectors, while in others the results of the research are not fully applied in actual practice.

J. Application to other spheres of human activities

59. The state of the environment is very closely connected with the cultural standard of the population and the economic system.

60. Good legal measures, a network of scientific research institutes and centres, a complete physical planning preparation and documentation are but a single part of environmental care. Another component of no less importance, but very difficult to grasp, often neglected and underestimated but, at the same time, often decisive is the pressing home of the principles of the protection and creation of environment upon the consciousness of the public. This problem is the concern of elementary, secondary, and higher education, of mass communication media (daily and technical press, radio, television, film) as well as of institutions concerned with the dissemination of information, education and propaganda.

61. Of particular importance is the elementary and technical education of young people and the preparation of qualified specialists.
62. The problems of environment and an integral approach to their solution is being considered in an ever-increasing extent as a new branch of science.
63. An opportunity for citizens to manifest their interest and co-operation is afforded within the framework of the National Front which groups together political parties as well as social organizations.

III. CONCEPTUAL APPROACH TO THE SOLUTION OF THE PROBLEMS OF ENVIRONMENT

64. The care of the complex of problems of environment is an inter-disciplinary problem closely connected with the economic and social development. This characteristic also determines the approach to the solution of the problems in this field. As a component of the economic and social development, environment cannot develop successfully, if it does not form an integral part of the whole.
65. The necessary prerequisites for the solution of these problems include in particular:
- a concept which would be in accordance with the assumed social development and would be based on the economic and technical assumptions - or conditions - of the solution;
 - a scientific research basis which will react energetically to all new problems arising in the changing conditions of the development of society, solve and foresee them;
 - the institutional and organizational implementation in which the limited branch interests, whether of economic or cultural character, would be subordinated to the interests of the whole society;
 - understanding of the urgency of the problems of environment by the population and support on the part of the leading economic and political officials.
66. On the basis of the results of research and experience attained in the field of the development of environment, the Czechoslovak authorities took the necessary steps to create the afore-mentioned prerequisites in their full extent. Their basis can be seen in the institutional and organizational arrangement of central authorities which makes possible the solution of the problems of environment on a higher than

ministerial level, the creation of an objective concept of optimization of environment taking social criteria into consideration, a stipulation of priorities and a purposeful progression towards their implementation and the co-ordination of legislative activities.

67. To ensure the fulfilment of this task, Environmental Councils were established by the national Governments of the ČSR and SSR consisting of the representatives of the ministries controlling the individual components of the environment and the representatives of Regional National Committees and some statutory cities. In general the Councils can be characterized as advisory, consultative, initiative and control organs. They also carry out methodological and control activities in relation to the respective organs on the level of the National Committees.

